DOCUMENT RESUME

ED 274 735 UD 025 132

TITLE	Report of the Research Secretariat on Social Services and Community Development.
INSTITUTION	National Council of La Raza, Washington, D.C.
SPONS AGENCY	Ford Foundation, New York, N.Y.
PUB DATE	Mar 83
NOTE	91p.
PUB TYPE	Reports - Evaluative/Feasibility (142) -- Reference Materials - Bibliographies (131)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Area Studies; *Community Development; Health Programs; *Hispanic Americans; Income; Mental Health Programs; Program Implementation; Research; Research and Development; *Research Design; *Social Services
IDENTIFIERS	Ford Foundation

ABSTRACT

The Research Secretariat on Social Services and Community Development was one of the five Hispanic research task forces funded by the Ford Foundation to determine Hispanic research priorities. Its three major purposes were the following: (1) to develop an Hispanic research and policy agenda which recommends research activities and prioritizes them; (2) to identify networking models through which this research can be done; and (3) to recommend procedures to the Ford Foundation to encourage and support such research. The Secretariat recommended the following areas for research priority: (1) community development with special emphasis on area studies; (2) income security; (3) community services, which include social services, municipal services, criminal justice services, and media and information services; and (4) health and mental health, which include substance abuse, domestic violence, counseling services, public and environmental health, health care and maintenance, and mental health issues and services. All four of these areas were found by the Secretariat to be extremely under-researched. The Secretariat identified various networking models for research and policy analysis efforts and also made recommendations for appropriate funding allocation and administration. A 27-page bibliography on social services and community development is appended, as are a list of Secretariat members and an outline of the major themes of the Secretariat field meetings. (GC)

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REPORT OF THE RESEARCH SECRETARIAT ON SOCIAL SERVICES AND COMMUNITY DEVELOPMENT

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March 1983

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

FOREWARD

This report was prepared under a grant from the Ford Foundation. The National Council of La Raza was selected to coordinate the activities of a Research Secretariat on Social Services and Community Development, one of five research task forces selected by the Foundation in late 1982 to provide advice on Hispanic research priorities in specific topic areas.

The report reflects the combined knowledge and experience of all the members of the Secretariat. The Secretariat is chaired by Mr. Raul Yzaguirre, President of the National Council of La Raza. Members include researchers and practitioners -- including representatives of Hispanic community-based organizations -- involved in the fields of Community Development, Income Security, Community Services, and Health and Mental Health. The members are Dr. Samuel Betances, Dr. Ruth Chavez, Dr. Luis Cano, Mr. Norman DeWeaver, Mr. Guarione Diaz, Ms. Sandra Ferniza, Dr. Vilma Ortiz, Dr. Jose Rivera, Ms. Janice Robinson, and Mr. Anthony Salazar.

The National Council of La Raza's Office of Research, Advocacy, and Legislation staffed the Coalition. This report was written by Ms. Emily McKay, Vice President for Research, Advocacy, and Legislation, and Mr. Roger Rivera, Research Assistant. Dr. Clemente Villarreal, Research Director, also provided staff support to the Secretariat.

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I. INTRODUCTION

A. Secretariat Purposes

The National Council of La Raza (NCLR) received funding from the Ford Foundation in September 1982 to coordinate the activities of an Hispanic Research Secretariat on Social Services and Community Development. The NCLR Secretariat had three major purposes:

1. To develop an Hispanic research and policy analysis agenda in Social Services and Community Development which recommends research activities, specifying the relative priority of recommended studies and analyses.

2. To identify local and national/regional/local networking models through which partnerships can be established and maintained among national Hispanic organizations, community-based organizations, and research units within universities, to carry out needed Hispanic-focused research and policy analysis.

3. To recommend procedures which the Ford Foundation can use to encourage and provide support for research networks including national and local Hispanic organizations, as well as Hispanic researchers within educational institutions, and to assure that Hispanic-focused research meets the needs of local Hispanic groups.

Thus the Secretariat was concerned not only with establishing research priorities within its assigned subject areas, but also with dealing directly with the problem of how to increase linkages between the traditional research community and Hispanic organizations.

B. Substantive Scope

The NCLR Secretariat was one of five Hispanic research task forces funded by the Ford Foundation in an effort to identify Hispanic research priorities; the others, which initiated activities several months after NCLR's Secretariat, were to address the topic areas of education, employment, civic participation, and demographic data availability.

The Secretariat on Social Services and Community Development was broad and diverse in its substantive scope. Because it included such a wide range of topics, the Secretariat developed a typology identifying and categorizing the subject areas to be covered. This typology attempted to minimize duplication with the other research task forces, and to assure adequate consideration of the various subcategories included within this Secretariat's scope. Figure 1, attached, provides the typology adopted by the Secretariat. The typology identifies four major categories of research; in addition, a series of cross-cutting issues, to be applied within all four major topic areas, are included.

C. Role of Research in the Hispanic Community

Methodologically sound, policy- and program-relevant research about Hispanics is needed for a variety of purposes. There is a desire among Hispanic researchers and research institutions to conduct research in order to increase understanding of Hispanic populations; research is needed to build a body of knowledge. Sometimes, the need for research is explained in theoretical terms; more often, however, Hispanic-focused research is urged in order to meet a variety of practical needs. From the perspective of a policy-maker, research is needed as a basis for policy development and refinement, legislative action, program design, targeting, and funding allocations. From the perspective of a community-based organization or other service provider, research is needed as input to the determination of needs, program planning, and program implementation. Advocates at every level require data as a basis for priority-setting and and for attempting to influence policy-makers, funding agencies, and service providers. Thus data on Hispanics and Hispanic communities are needed at every level and every stage in policy and program development and implementation.

FIGURE 1

TYPOLOGY OF TOPICS INCLUDED WITHIN THE
RESEARCH SECRETARIAT ON SOCIAL SERVICES AND COMMUNITY DEVELOPMENT

MAJOR TOPIC AREA	SUBTOPICS
I. COMMUNITY DEVELOPMENT	Planning Land Use Housing Energy Infrastructure and Public Facilities Economic Development Business Development Transportation
II. INCOME SECURITY	Income Differentials Cash Benefits . Aid to Families with Dependent Children . Social Security - Old Age Benefits . Supplemental Security Income . Disability Income . Veterans Cash Benefits . Private Insurance Payments (e.g., Disability) . Private Assistance . Other Direct Income Payment Programs In-kind Assistance and Third Party Payments . Food Stamps . Other Food Programs . Medical Payments (e.g., Medicaid, Medicare, private health insurance) . Vouchers (e.g., Housing) . Veterans Benefits (non-cash) . Community Programs

FIGURE 1: TYPOLOGY, CONT.

MAJOR TOPIC AREA	SUBTOPICS
III. COMMUNITY SERVICES	Social Services . Day Care . Child Protective Services . Adoption Services . Runaway Services . Other Children and Youth Services . Family Social Services . Services for the Elderly . Services for the Handicapped, Blind, and Disabled . Services for Women . Services for Other Special Populations (e.g., Native Americans, Migrant and Seasonal Farmworkers, Refugees) . Community-based Services Municipal Services . Fire Fighting Services . Sanitation . Other Municipal Services Criminal Justice Services . Juvenile Justice . Gang Programs . Community Crime Prevention . Law Enforcement . Legal Services . Courts . Correctional Services . Ex-Offender Programs Media and Information Services . Public Media . Community Media . Information and Referral Services

FIGURE 1: TYPOLOGY, CONT.

MAJOR TOPIC AREA		SUBTOPICS
IV.	HEALTH AND MENTAL HEALTH	Public and Environmental Health Health Care . Needs . Outpatient Care . Institutionalization Health Maintenance Substance Abuse Mental Health . Needs . Community-based Care . Institutionalization Counseling Services Domestic Violence

FIGURE 1: TYPOLOGY, CONT.

MAJOR TOPIC AREA	SUBTOPICS
V. CROSS-CUTTING AND COMMUNITY ORGANIZING ISSUES IN SOCIAL SERVICES AND COMMUNITY DEVELOPMENT	Language
	Cultural Factors
	Program Access and Participation
	Service Delivery Mechanisms
	Role of Community-Based Organizations
	Staffing
	Leadership
	Civil Rights Issues
	Financing/Funding
	New Federalism/Block Grants
	Subgroup and Geographic Similarities and Differences
	Urban and Rural Similarities and Differences
	International/Border Issues

First, data are required to demonstrate a need for policies, programs, and services benefiting Hispanics. At the national and state levels, such data become the basis for the development of new or revised legislation. For example, data showing that migrant and seasonal farmworkers have a life expectancy of only 49 years contributed to the establishment of a network of migrant health clinics funded by the federal government. Information about the obstacles facing minority entrepreneurs led to the establishment of the agency which is now the Minority Business Development Agency.

Once Federal legislation is passed, categorical funds are often allocated or awarded based on a demonstrated need for services. The Hispanic undercounts in pre-1980 decennial censuses negatively affected allocation formulas for many categorical programs, leading to low allocations for some cities with large, uncounted Hispanic populations. The data from the 1980 census will partially remedy this problem. Sound data on Hispanics are also essential as a basis for preparing competitive proposals where limited funds are available. For example, before the enactment of block grants, the Community Development Block Grant Small Cities Program was competitive; a major factor in project awards was the ability to demonstrate a great need for services. A similar need for data exists at the state level today, to assure that Hispanic communities receive a fair share of block grant funds. Hispanics will be fully considered in funding allocations only where data are available to demonstrate a need for targeting resources and programs. For example, a major problem in obtaining crime prevention and other criminal justice program funds for Hispanic communities has been the lack of adequate criminal justice data on Hispanics. Since many local jurisdictions do not consistently use Hispanic-origin categories in collecting data on victims of crime, arrests, convictions, correctional facility populations, probation or parole actions,

it is extremely difficult to document differential treatment of Hispanics and special service needs.

Increasing reliance upon private sector funding sources means the need to educate foundations, corporations, and church groups about the special needs and problems of Hispanics. Again, data become a critical ingredient in the resource development process.

In addition to their value for resource development, local needs assessment data are required as a basis for priority-setting and program development. Community-based groups require fact-based information on the socio-economic status of residents and their specific needs and problems in order to determine their program priorities and begin to develop appropriate services. Data which permit comparisons across neighborhoods and subgroups are of particular importance to local governments and to service agencies serving several neighborhoods, for use in establishing service priorities. As resources become scarce, targeting becomes more and more important.

Evaluative data and program models are also needed at the local level, to assure that effective services are provided to Hispanics. Assessment of a demonstration project operating in a single community is essential to determine whether it is effectively serving a particular population. Only through such evaluation can service provider agencies determine the need for program changes. Similarly, evaluative data can be translated into program models suitable for dissemination and replication. Only through specific efforts to document and publicize successful program models can each potential service agency build upon the related experiences of other groups serving similar populations. One of the most frequently voiced needs of Hispanic community-based organizations is for information on promising program models which they can modify to fit local conditions and then replicate in their communities.

Without access to replicable models, each agency must "re-invent the wheel," and the "state of the art" cannot advance.

Hispanic-focused research thus is critically important to Hispanic communities.

D. Lack of Hispanic Research and Data Bases In Social Services and Community Development

The lack of Hispanic-focused research is a continuing and severe problem within the Hispanic community. Poor or incomplete data contribute to a loss of potential public and private sector funding, and hinder the efforts of service providers to fully identify and effectively meet community needs. Too little Hispanic-focused research is carried out, and existing studies too often fail to take into account practical community needs. Local Hispanic groups typically lack staff with strong research skills, and thus are unable to independently meet their own research needs.

Until very recently, few national data bases provided adequate Hispanic samples. Those which did were primarily in the field of education and employment, not in social services or community development. While the so-called "Roybal Amendment" (P.L. 94-311), enacted more than six years ago, requires federal agencies to collect data on Hispanics, the amendment lacks enforcement mechanisms, and has been only partially complied with. Many federal agencies still do not typically provide a separate "Hispanic" category when presenting program client data or other statistics; many local agencies still do not consistently collect data on Hispanic descent. However, in the past several years, Hispanics have been oversampled in some major national surveys, and the 1980 census for the first time provides data on Hispanic descent for all Americans.

Some studies still lack adequate Hispanic samples, however, and the federal agencies which fund many of the major research studies conducted in this country have traditionally supported little Hispanic-emphasis research. Some Minority Business Development Agency data bases on minority entrepreneurs do not distinguish Hispanics from other minority business owners. Frequently, client and recipient data systems used by the Department of Health and Human Services -- for programs ranging from public assistance to drug abuse to health services -- either do not collect data on Hispanics or do not separately report data on this category of persons. Hispanics may be included as "White" or "Other," with Blacks the only minority separately reported. Sometimes, the data tapes do include an Hispanic category which can be recaptured; sometimes the original data collection forms do not include an Hispanic identifier.

Even more seldom do large data bases have both the necessary categories and the sample sizes needed for separate presentations of the major Hispanic subgroups -- Mexican Americans, Puerto Ricans, Cubans, and Central and South Americans. The 1977 census of minority-owned businesses attempted to include subgroup data, but they were not reported consistently. Many client data bases do not collect subgroup data at all. In the past, regional assumptions have been used to provide rough breakdowns by subgroup; it was assumed that Hispanics in New York were Puerto Ricans, those in Florida were Cuban Americans, and those in the Southwest were Mexican Americans. Cities like Chicago defied such simplistic classification, and the ever-increasing geographical dispersion of Hispanics makes such assumptions extremely unwise. However, research continues to be designed based on such regional assumptions. The Hispanic Health and Nutrition Examination Survey (HHANES Study) is collecting information only on Cuban Americans in Florida, only on Puerto Ricans in New York, and only on Mexican Americans in the Southwest. Thus a Puerto Rican

living in California -- and a Central or South American in any location -- will automatically be excluded from the survey.

Where national surveys do provide adequate samples of Hispanics and differentiate among Hispanic subgroups, often the data are not adequately analyzed or disseminated. Collapsing of variables so that Hispanics are lumped with other minorities renders the Hispanic data virtually unused, unless a researcher can obtain the original data, usually on data tapes, for new analyses. Since only fairly sophisticated researchers with mainframe computer resources can carry out such analyses, many of the natural users of such research -- particularly service providers at the community level -- are denied access to such data. Client data from many social service and income security programs are in this way made inaccessible to potential community users.

Overall, too little Hispanic-focused research is carried out. Since Hispanics remain underrepresented as graduate students, as Ph.D. researchers, and as faculty and staff of institutions of higher education, the cadre of individuals most likely to focus on Hispanic research remains small. This problem is related to the lack of adequate funding for Hispanic-focused research, from either public or private sources. If there were more Hispanic institutions conducting research, and more Hispanic researchers within mainstream institutions, funding sources might become more aware of Hispanic research needs. Underrepresentation of Hispanics as staff of foundations and of corporate giving offices contributes to the lack of funding source awareness of Hispanic research needs.

A related and extremely significant problem is the lack of involvement of Hispanic community-based organizations in research. Too often, research is assumed to mean only quantitative data collected in a highly controlled setting using closed-ended, pre-coded questions. The value of ethnographic and case

study data -- of critical importance in preliminary research, needs assessment, and evaluative research -- is often overlooked or not given credibility. Because many Hispanic institutions are relatively new and fragile, they tend to be overlooked as potential research entities. Unlike Blacks, Hispanics lack an established system of educational institutions which they control, and most Hispanic civil rights organizations are relatively young. Moreover, research opportunities are lost through the lack of consistent cooperation between Hispanic researchers within research and educational institutions and Hispanics within national and community-based organizations. Traditional researchers too often do not adequately consider questions of policy relevance, timeliness, or other aspects of utility. Questions of accountability may be raised where research on the community is conducted without community control or substantive involvement. Staff of community-based groups can provide accountability and help frame practical research questions, but often lack the technical skills to design sound, practical research which can meet their own needs. As a result, much of the Hispanic-focused research which is conducted has limited policy or program relevance, and community-based groups and policy-makers suffer from a lack of such research.

An additional problem is one of dissemination. Many of the most valuable studies of Hispanic communities and programs are carried out at the local level to meet specific local needs, and are not disseminated adequately either within or outside these communities. For example, a study of the negative effects of the displacement of Chicano families for the expansion of the Phoenix airport was not effectively disseminated by those seeking to block such displacement, and the displacement occurred. But several years later, when a similar expansion was proposed, affecting an Anglo neighborhood, that community obtained the Chicano study and used it successfully to block the project which would have caused displacement.

Even where dissemination within the local community is effective, broader dissemination too rarely occurs. Thus other communities with similar problems and research needs are denied replicable research or program models. A drug abuse treatment program which is of documented effectiveness in the South Bronx may never become known in West Town, Chicago. A community economic development needs assessment methodology used successfully in Eloy, Arizona, will probably never become known to community development staff in Edcouch, Texas, unless some national or regional organization "transfers" the knowledge from one community to the other.

Through such dissemination failures, Hispanic communities lose the opportunity to profit from and build upon each other's experiences and knowledge. Because most fully documented research is done in universities and disseminated primarily through academic journals, it may never reach non-academic practitioners. Research done by local groups is typically never translated into a journal article or formal report. The reductions in federal funding for research and technical assistance have contributed to breakdowns in previously operational information-sharing systems and informal networks. National and regional Hispanic organizations with strong networks find it increasingly difficult to obtain funding for research and dissemination, and local groups affiliated with them are less often asked to share their research for national distribution.

The result of these many factors is a serious gap in Hispanic-emphasis research in the fields of Social Services and Community Development. NCLR's Secretariat attempted to identify available studies and was able to compile a fairly extensive bibliography (See Appendix A). However, a close review of the bibliography makes it clear that:

- Research based on large surveys is generally lacking. The Chicano Social Survey conducted by the Chicano Research Center at the University of Michigan is one of the very few large Hispanic data bases; the HHANES Study, now in progress will be another although its methodological adequacy is subject to question.

- Much of the research is of limited substantive and geographic scope (for example, it may deal with the clients of a single community health cener). Relatively few cross-site comparisons are available.

- Many "research reports" actually provide primarily local, descriptive, case-study data, and are not based on a formal research design. Thus they are informative reports but do not represent sound qualitative research.

- The studies vary greatly in methodological adequacy. This is true of both quantitative and qualitative research.

- There is relatively more research on health, mental health, and social services than on community development and income security.

- Community-based organizations are most often involved in research on social services, perhaps because they often are service providers.

- Many of the studies have not been widely disseminated, and must be located through informal networks rather than computerized data bases.

There remains a critical lack of Hispanic-emphasis research, both quantitative and qualitative, in the subject areas covered by this Secretariat, and particularly in the broad field of Community Development.

II. SECRETARIAT ACTIVITIES

The membership of the Secretariat on Social Services and Community Development totals ten persons in addition to the Chairperson, and includes representatives of the various Hispanic subgroups and geographic regions, as well as a mix of researchers and representatives of national and local Hispanic organizations (See List of members, Appendix B). The Secretariat's activities were carried out through a combination of Secretariat meetings, NCLR staff preparation and support, field meetings with representatives of Hispanic community-based organizations and with researchers, and informal consultations with individual Secretariat members and other persons knowledgeable in the fields included within the Secretariat's scope. Following is a brief chronological summary of Secretariat activities.

The Secretariat held two meetings, one in November 1982, the other in January 1983, in Washington, D.C. Prior to the first meeting, a "Staff Paper" was prepared and sent to the members. Work also began on a summary bibliography of Hispanic-emphasis research in the subject areas covered by the Secretariat. At its first meeting, the Secretariat revised and adopted a typology describing the substantive scope of the Secretariat (This typology was provided in Figure 1). Secretariat members also reviewed and adopted a set of criteria to be used in determining the relative priority of various types of research activities (See Figure 2, in Section III of this report). Finally, there was considerable discussion concerning the types of research activities which should have highest priority.

Based on the results of the meeting, a draft list of research topics was developed and sent to Secretariat members, with instructions for them to rank the relative importance of each topic, and add, delete, or modify the topics listed. The topics were to be ranked using the criteria adopted at the

meeting. The responses were tabulated and the topics revised and put in preliminary order of priority.

At the same time that rankings were being done, field meetings began in various locations. At these informal meetings, representatives of Hispanic community-based organizations, local Hispanic researchers, and Secretariat representatives discussed existing and potential research networks, and community-group representatives identified their key research needs in the Social Services and Community Development areas. Field meetings were held in Houston, Detroit, Miami, Los Angeles, San Francisco, and Chicago (A summary of key findings from the field meetings is provided in Appendix C).

During the second Secretariat meeting, in January 1983, Secretariat members reviewed and discussed field meeting results. They also reviewed the research agenda, which had been revised and re-ordered based on the first priority rankings, and provided a second round of rankings of the research topics. At the January meeting, Secretariat members also reviewed and revised the draft network models, and developed recommendations to the Ford Foundation concerning procedures for encouraging research useful to, and involving partnerships with, Hispanic community-based organizations.

Following the meeting, staff and a consultant continued to compile the bibliography on Social Services and Community Development, and staff work began on this report. The draft report was circulated for comments to all Secretariat members, then revised to reflect their suggestions.

III. THE RESEARCH AGENDA

A. Overview

A primary task of the Secretariat was to develop a research and policy analysis agenda for Social Services and Community Development. The agenda was to include recommended research activities, with relative priorities of various topics indicated, in order to guide the Ford Foundation in funding of Hispanic-emphasis research in the topic areas covered by the Secretariat.

B. Process for Development of the Research Agenda

The research agenda was developed after agreement on the substantive scope of the Secretariat. An initial list of research topics was developed and discussed during the first Secretariat meeting. A list of possible topics was identified within each of the four major categories: Community Development, Income Security, Community Services, and Health and Mental Health.

It was agreed that in order to establish consensus concerning priorities among the various topics, a set of criteria must be adopted and used consistently by all Secretariat members. The following nine criteria were adopted at the first Secretariat meeting:

1. Value to the Hispanic community;
2. Policy implications;
3. Potential for research partnerships involving Hispanic national organizations, research institutions, and community-based organizations;
4. Contribution to understanding of diversity and commonalities among Hispanic subgroups and geographic regions;
5. Value in filling a serious information gap;
6. Timeliness of research as input to policy decisions;

7. Feasibility and affordability;

8. Need for a special, Hispanic-emphasis study as opposed to a general study of the same subject area; and

9. Need for private resources to support the study.

A more detailed explanation of each criterion and examples of study topics that meet each criterion are provided in Figure 2, attached.

Once the initial list of topics was developed and the ranking criteria were adopted, the materials were circulated to all Secretariat members for a preliminary ranking of topics. Since all the identified research topics had been suggested because they were seen as important, Secretariat members were asked to rank each topic in terms of its relative importance in comparison with the other topics. Three categories of rankings were requested, with the top-priority topics to receive a "1," the next most important a "2," and the others a "3." Several Secretariat members further stressed that a "3" ranking did not mean a topic was unimportant, but rather that other topics should be addressed first, given limited resources. Secretariat members were also asked to review the preliminary list of topics and suggest additions, refinements, and deletions. Some minor changes were made in the topics during this process.

Once individual rankings were received from the Secretariat members, preliminary aggregate rankings were produced by aggregating the numerical rankings to obtain mean scores for all research topics, then ordering the topics within each major category in descending order by score. Lower scores meant higher-priority topics. Mean scores for all topics were also recorded for review by Secretariat members, since the intent was not to obtain further independent rankings, but rather to obtain consensus. There was considerable agreement among Secretariat members on the rankings even at this preliminary stage.

FIGURE 2:
CRITERIA FOR IDENTIFYING
HIGH PRIORITY RESEARCH TOPICS

The following criteria were adopted by the Secretariat for use in identifying high priority research topics for recommendation to the Ford Foundation. While no specific priority order was given to the criteria, those listed first were considered particularly important by the Secretariat members.

The criteria are listed below, along with explanations and examples to clarify their meaning and intent. Many of the topics used as examples meet most of the stated criteria; topics are used as examples where their relevance to a particular criterion is especially clear or striking.

Criteria include the following:

1. Value to Hispanic Community

   Explanation: The topic would yield information of significant value to Hispanic leaders, decision-makers, and community-based organization representatives in the design and implementation of programs to meet Hispanic community needs.

   Examples:
   - Assessment and documentation of effective models for providing mental health services to Hispanics.
   - An analysis of personal and institutional factors affecting the establishment, survival, and growth of Hispanic-owned businesses.

2. Policy Implications

   Explanation: The topic would yield information which would contribute to policy decisions at the national, regional, state, or local level which would benefit Hispanics.

   Examples:
   - The present and future impact on Hispanics of the decreasing federal role in provision of low and moderate income housing.
   - An analysis of the effects of proposed state workfare legislation on Hispanic job opportunities, poverty status, and family life.

3. Partnership Potential

   Explanation: The topic would benefit from joint research and/or policy analysis efforts involving national Hispanic organizations, research institutions, and community-based organizations.

FIGURE 2: CRITERIA, CONT.

3. Partnership Potential, Cont.

Examples:

- Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.
- Assessment and documentation of effective substance abuse treatment models for Hispanics.

4. Understanding of Diversity and Commonalities

Explanation: The topic would contribute to an understanding of the subgroup and geographical differences among Hispanics, and of the commonalities and similarities among Hispanics regardless of of subgroup or region.

Examples:

- Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.
- Identification and analysis of the health needs of various Hispanic subgroups and special Hispanic populations, including migrants and the elderly.

5. Information Gap

Explanation: The study is needed because of a serious gap in Hispanic-focused research and analysis in this topic area, resulting in a lack of valid and reliable information on Hispanics.

Examples:

- An analysis of personal and institutional factors affecting the establishment, survival, and growth of Hispanic-owned businesses.
- An analysis of factors affecting Hispanic participation in income and in-kind assistance programs.

6. Timeliness

Explanation: The results of research on the topic would become available at a time of significant national, state, or local debate or decision-making on the issue.

Examples:

- An analysis of undocumented workers and social services: needs, participation, costs, and community impact [would be timely if results were available now, while national immigration legislation is being debated in the Congress].

FIGURE 2: CRITERIA, CONT.

6. Timeliness, Cont.

- An analysis of the effects of proposed state workfare legislation on Hispanic job opportunities, poverty status, and family life [would be timely now, when workfare legislation is being considered in several states].

7. Feasibility/Affordability

Explanation: The topic could be studied without the need for a major, high-cost national data collection effort; thus the study is affordable from a private funding source perspective. The topic may be affordable because it uses existing statistical data bases, involves a case study or local approach, or because it uses another methodology involving moderate costs.

Examples:

- Identification and analysis of effective substance abuse treatment models for Hispanics.
- An analysis of relative participation rates of Hispanics and other racial/ethnic groups in various income and in-kind assistance programs [through use of existing client data bases].

8. Need for Hispanic-Emphasis Study

Explanation: The topic would generate information which could not be supplied through a general (not Hispanic-focused) study of the same subject area; or a special study is needed because no general study of the subject area is likely to be carried out in the appropriate geographic locations.

Examples:

- Identification of culturally sensitive models for meeting urban and rural Hispanic housing needs.
- Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.

9. Need for Private Resources

Explanation: A study in the topic area is unlikely to be funded from a public source in the foreseeable future, and thus research probably will not occur unless private funding is made available to support it.

FIGURE 2: CRITERIA, CONT.

9. Need for Private Resources, Cont.

Examples:

- An analysis of the effects of proposed state workfare legislation on Hispanic job opportunities, poverty status, and family life [would be timely now, when workfare legislation is being considered in several states].

- Analysis of the impact of block grants upon Hispanic access to health, mental health, and substance abuse services.

A second formal ranking was then requested at the second Secretariat meeting, with all Secretariat members given the list of preliminary rankings. This time, they were asked to rank-order all topics within each of the four major substantive categories; thus if there were seven suggested topics within a subject category, the topics were to be ranked from "1" to "7." Secretariat members were also asked to rank-order the four categories. Once again, tabulation involved scoring topics through obtaining an arithmetic mean of their numerical rankings; the lower the mean, the higher the ranking.

The four-stage process of development and prioritization of the research agenda (discussion and development at the first meeting, followed by individual rankings, followed by a review and discussion of the tabulated results from all members, followed by a second individual ranking procedure) was designed to obtain, if not full consensus, at least a high degree of agreement on the research agenda.

C. Recommended Research and Policy Analysis Priorities

Secretariat members established the following priorities among the broad topics included within the Secretariat's scope: (1) Community Development, (2) Income Security, (3) Community Services, and (4) Health and Mental Health -- with the last two topics rated as of almost equal importance.

The primary reason most often stated for giving top priority to community development research is that so little Hispanic-emphasis research exists in this substantive area. If Hispanics are to attain equal access to the nation's resources, then they must participate fully in all types of community development activities. The lack of Hispanic-emphasis research, along with the lack of consideration of Hispanic populations in more general studies, constrains Hispanic-initiated development activities and helps to perpetuate lack of Hispanic involvement in development efforts initiated by

local public agencies or public-private development corporations. Even when community development and technical assistance funding was far more available than it is today, minimal minority research support was provided by development-oriented agencies such as the Economic Development Administration (EDA), the Farmers Home Administration (FmHA), and the Minority Business Development Agency (MBDA). Today, public funding for such research, and for evaluations of existing Hispanic-oriented development efforts, is minimal.

There was unanimous agreement among Secretariat members that the top priority among all the research topics should be given to community development "area studies." These are studies which combine national-level analysis and studies with cross-site comparisons for selected geographic areas, and provide various types of community development research dealing with the different Hispanic subgroups and regions. Topics should include population trends; capital development/investment and employment trends; changes in infrastructure, public and municipal facilities; energy issues; transportation, housing, and factors affecting Hispanic involvement in local economic and community development planning and decision-making. Frost Belt and Sun Belt studies and comparisons are needed. Such studies provide a detailed description of selected sites, as well as cross-site comparisons and national-level data. Great emphasis should be placed upon identifying similarities and differences among the various Hispanic subgroups, across geographic regions, and in various community settings, urban and rural. Such studies can provide significant guidance to Hispanic development corporations, elected and appointed officials, and community-based organization in initiating and participating in various development efforts.

Income Security was the second-ranked major topic area, primarily because very little research has been carried out concerning Hispanics and income security programs. Some client data bases for entitlement programs do

not use an Hispanic identifier in collecting such data, and an Hispanic subgroup identifier is even less common. It is widely believed that Hispanics are less likely than other population groups to request and receive assistance under both cash and in-kind benefits programs, but there has been very little formal research in this area. There is considerable controversy, but too little hard data, concerning the extent to which undocumented aliens both contribute to and benefit from income assistance programs such as Social Security, unemployment compensation, and various forms of public assistance. While national studies on income security issues may sometimes be very costly, local or area studies could be carried out at far less cost, and could be most helpful to local officials and community-based groups in their planning and programming decisions.

Community Services was the third-ranked general topic area, with Health and Mental Health ranked fourth, but just slightly lower, by the Secretariat members. Community Services is an extremely wide-ranging topic area as defined by the Secretariat, including social services, municipal services, criminal justice services, and media and informaton services. Health and Mental Health was defined by the Secretariat to include substance abuse, domestic violence, and counseling services related to health and mental health issues, as well as public and environmental health, health care and health maintenance, and mental health issues and services.

Major research gaps exist in all four topic areas, but research in the social services, mental health, and substance abuse areas has been somewhat more extensive than in the other large topic areas, probably because of somewhat greater federal funding and encouragement for such research. For example, the National Institute on Mental Health (NIMH) has for some years supported minority research and evaluation of minority-oriented treatment programs, as have the National Institute on Drug Abuse (NIDA) and the National

Institute on Alcohol Abuse and Alcoholism (NIAAA). Health status and health health care care delivery issues, on the other hand, remain severely under-researched. The proposed HHANES Study, described earlier, is an attempt to begin to address this research gap. It is itself, in fact, an "area" rather than a national survey. There is a perceived need for additional "area" or local studies in both Community Services and Health and Mental Health topic areas, primarily to identify service needs and to document promising service models.

Across all four major topic areas, the research agenda reflects a strong focus on research which will have immediate practical applications as well as adding to the body of knowledge in a particular field. Both within the Secretariat and among the participants in the field meetings held in California, Texas, Michigan, Illinois, and Florida, representatives of community-based groups and other service and development groups stressed a need for "applied" research. Of special interest are the following:

- Research which documents promising project models, for use in Hispanic communities or with Hispanic populations;
- Analyses of community needs and problems, not only to provide the information base for local planning, but also to provide methodological models for needs assessments which can be replicated in other locations;
- Specific analyses of Hispanic status with regard to various problems and programs, from health, substance abuse, and juvenile delinquency, to access to public transportation;
- Studies of Hispanic participation rates and outcomes for various types of service programs; this includes evaluation of outcomes of traditional service programs not designed specifically to meet Hispanic needs; and
- Policy analyses of proposed and existing programs or policies with significant impact on Hispanics, such as block grants and the New Federalism, proposed immigration legislation, or workfare.

The recommended research agenda for Social Services and Community Development is provided in Figure 3, attached. Research priorities are listed within broad topic areas in descending order of importance.

In addition to identifying high priority research topics within the Social Services and Community Development area, Secretariat members and those involved in the field meetings also stressed the need to make existing research more accessible by improving reporting and dissemination, and by establishing Hispanic research clearinghouses. Such clearinghouses are needed especially to provide both basic statistics (e.g., from the Census and from other national data bases such as the National Longitudinal Survey) and bibliographic references to community-based organizations and other service providers. For example, a local group which is designing a drug abuse treatment program should be able to obtain references to studies evaluating different treatment models. A group needing to undertake a needs assessment prior to community development activities should be able to find some prior studies to use in developing its research design. Many community groups lack the library and bibliographic resources available to research institutions, as well as the time and knowledge to conduct their own literature searches. Thus improving access to existing studies is as important as encouraging new research.

FIGURE 3:
RESEARCH PRIORITIES
SOCIAL SERVICES AND COMMUNITY DEVELOPMENT

(Major topics -- e.g., Community Development -- are presented in decreasing order of priority. Within major topics, individual research topics are listed in decreasing order of priority. The single highest-priority topic is Topic 1 under Community Development, which was rated by all Secretariat members as the most needed kind of research.)

A. COMMUNITY DEVELOPMENT

1. Area case studies and a national analysis focusing on the effects on various Hispanic subgroups and geographic areas of population and industrial migration from the Frost Belt to the Sun Belt. Areas studies should include analyses of effects on both Sun Belt and Frost Belt communities with large Hispanic populations. There should be national analyses and cross-site comparisons as well as area analyses of such issues as the following:

   - Population trends, including movement of Hispanics and effects of Hispanics on movement of other subpopulations (such as retired people). Also included should be effects on rural (including farmworker) Hispanic populations.

   - Capital development/investment and employment trends, including extent to which Hispanics benefit from overall area economic growth. Also includes agricultural land ownership.

   - Changes in infrastructure, public facilities, and municipal services.

   - Energy issues, in both the Frost and Sun Belts, including cost, resource, land use, and employment factors.

   - Transportation, with emphasis on access to public transportation and its effects on Hispanic communities.

   - Housing issues, including "gentrification" of former barrios, the effects of urban sprawl and annexation in the Sun Belt, and of abandonment and arson in the Frost Belt, and the quality of housing for Hispanics in both regions.

   - Factors affecting Hispanic involvement in local economic and community development planning and decision-making, including decisions regarding land use, infrastructure development, and the use of federal resources such as Community Development Block Grant and Urban Development Action Grant funds.

   Also included might be special area studies of particular populations and communities, such an analysis of the "colonias" in the U.S.- Mexico border region, including their history, development, and economic development potential.

FIGURE 3, CONT.

2. Identification of promising Hispanic models for community and economic development within urban neighborhoods and small towns. This should include area studies and national analyses. Topics for focus might include:

   - Public-private partnerships for Hispanic community development, including the Enterprise Zone concept.
   - The present and potential use of cooperatives as economic development tools.
   - The potential role of local development corporations (LDCs) and community development corporations (CDCs).
   - An assessment of certain capital funds such as the Opportunity Funding Corporation (OFC) and the Local Initiatives Support Corporation (LISC), and corporate capital pools for minorities, to determine their value to Hispanics.
   - Identification of effective methods of obtaining public and private financing for community development activity.

3. An analysis of factors affecting Hispanic access to financing for business development and expansion. This should include area and national studies, and might focus on such issues as:

   - The role and potential of various types of financial institutions in encouraging Hispanic entrepreneurship.
   - Hispanic participation in and benefits from the various federal loan and loan guarantee programs, including Small Business Administration (SBA), Minority Business Development Agency (MBDA), Farmers Home Administration (FmHA), and other programs.

4. The impact of the New Federalism, including decentralization, changing regulations, and budget cuts, on community and economic development for Hispanic communities, urban and rural. This should include area studies and national analyses.

5. An analysis of personal and institutional factors affecting the establishment, survival, and growth of Hispanic businesses. This might include:

   - Impact of institutional factors, such as limited access to higher education and to managerial jobs, and undercapitalization.
   - Impact of personal factors, such as limited managerial experience and skills.
   - The importance of management and technical assistance programs such as those supported by MBDA.

FIGURE 3, CONT.

6. Identification of special Hispanic housing needs and preferences, and identification of culturally sensitive housing models which illustrate how these needs might be met. This will require a combination of area case studies and national analyses.

7. An analysis of public financing issues related to housing, focusing on the present and future impact on Hispanics of the decreasing federal role in provision of low and moderate income housing.

B. INCOME SECURITY

1. An investigation of Hispanics and Social Security, with emphasis on equity issues, given the youth of the Hispanic population and lower life expectancy of certain subgroups.

2. Analysis of income differentials, including:

   - Determination of income levels and differentials among Hispanic subgroups and between Hispanics and other U.S. subpopulations.

   - Investigation of the extent of intra- and inter-generational upward mobility among various Hispanic subgroups and special populations (e.g., migrants), as well as for subgroups with particular characteristics (such as native Spanish speakers).

3. Analyses of participation rates for Hispanics in various cash assistance, in-kind assistance, and third-party benefit programs, and factors affecting such participation. This should include area studies of various subgroups and regional subpopulations, as well as national analyses. Areas of focus might include:

   - Barriers to participation, including language, physical access, eligibility determination procedures, and cultural attitudes.

   - Methods for maximizing participation of eligible Hispanics in various income security programs.

4. An analysis of the effects of proposed state workfare legislation on Hispanic job opportunities, poverty status, and family life.

5. Identification and analysis of community models for providing assistance to Hispanic individuals and families.

6. Analysis of the impact of New Federalism programs and proposals related to entitlements and other income security programs, including proposed block grants, turnbacks, and entitlement cuts, on Hispanics.

FIGURE 3, CONT.

C. COMMUNITY SERVICES

1. Identification and analysis of the social service needs of Hispanics. This will require area studies and national analyses. Subtopics should include:

   - Comparisons of needs across subgroups and geographic regions.
   - Needs of special age groups, such as children and youth and the elderly.
   - Needs of special subpopulations, such as women, migrant farmworkers, refugees, and undocumented persons.

2. Identification and analysis of social and community service models which are culturally relevant and sensitive to the needs of the Hispanics. This should cover programs for various age groups and special populations. Issues to be considered include language, staffing, service access, culturally appropriate service methods, funding, and delivery mechanisms.

3. An analysis of juvenile justice problems and programs as they affect Hispanics. This should include area studies and national analyses of such issues as:

   - The extent and nature of criminal offenses by Hispanic juveniles, with comparisons across subgroups and regions and between Hispanics and other subpopulations.
   - An analysis of factors affecting juvenile crime among Hispanics, with an emphasis on the relationship between the educational system and juvenile crime.
   - An analysis of the nature and extent of Hispanic gangs, and identification of effective models for dealing positively and effectively with gangs.
   - Identification and analysis of effective program models for juvenile crime prevention and rehabilitation.

4. An analysis of criminal justice factors affecting Hispanics, including area studies and national analyses. This topic would consider differences between Hispanics and non-Hispanics in terms of experiences within the criminal justice system. Subtopics to be covered might include:

   - Law enforcement.
   - The court system, including legal services.
   - Correctional programs and services.
   - Ex-offender programs.

5. An analysis of the present and potential impact of New Federalism, including block grants, proposed turnbacks, and changes in regulations, upon social and community services for Hispanics.

D. HEALTH AND MENTAL HEALTH

1. Identification, assessment, and documentation of effective and promising models for meeting Hispanic health care needs. Analysis should include such issues as language, staffing, cultural concerns, access to services, service delivery mechanisms, and financing/funding. Models should cover public/environmental health, health maintenance, and outpatient and inpatient health services.

2. Identification and analysis of the health problems and health care needs of various Hispanic populations, including comparisons across the major subgroups and special needs of populations such as migrant farmworkers, the elderly, women, children, and specific regional or local subpopulations. This will require both national and area studies, and should consider issues related to:

   - Health status and special health risks, including occupational and environmental health risks and vulnerability to specific diseases.
   - Need for preventive health and health education.
   - Barriers to adequate health care, such as the effects of low Hispanic representation in the health professions, language, and access issues.

3. Identification, assessment, and documentation of effective and promising models for providing mental health services for Hispanics. This should include area studies and national comparisons. Analysis should consider such issues as language, staffing, cultural concerns, access to services, service delivery mechanisms, family involvement, institutionalization, treatment success, and financing/funding. Models should include outpatient and inpatient care, family and individual counseling, and services to deal with domestic violence. Includes analysis of effectiveness of traditional practices for special populations such as new immigrants.

4. Identification and analysis of Hispanic mental health issues. This should include incidence of various types of mental health problems, including domestic violence and family problems as well as individual psychological problems, and should consider variations and similarities by subgroup, region, and income group. Includes trends in and factors affecting family structure and stability among various Hispanic subgroups and special population segments (e.g., farmworkers, new immigrants).

FIGURE 3, CONT.

5. Analyses of the nature and extent of substance abuse problems among Hispanics. This should include area studies and national analyses of alcohol and other substance abuse problems among the various Hispanic subgroups and among special populations. Areas of focus might include:

   - Alcohol abuse in urban and rural areas, including Hispanic perceptions about alcohol abuse.
   - Substance abuse along the U.S.- Mexican border, with emphasis on the "frontera effect," and similar factors affecting Puerto Ricans.
   - Drugs of choice among substance-abusing Hispanic youth of various subgroups and in different locations, including inhalant abuse studies.
   - Substance abuse problems among Hispanic families in the military.

6. Effects of New Federalism, including the block grants, on the availability and delivery of health, mental health, and substance abuse services for Hispanics.

7. Identification, assessment, and documentation of promising and effective substance abuse treatment models for Hispanics. This should include area studies and national analyses and comparisons. Analysis should include such factors as language, staffing, access to services, role of the family, treatment success, funding, and what makes such models culturally appropriate.

IV. NETWORKING MODELS AND THEIR FUNDING IMPLICATIONS

A. Overview

One of the special responsibilities of the Secretariat was to identify networking models for research and policy analysis efforts -- models including national or regional Hispanic organizations, Hispanic community-based organizations, and research units within institutions of higher education. The Secretariat both described models which appear workable and desirable for future research efforts, and attempted to identify examples of networks which are currently in existence. This aspect of Secretariat activities was not limited to the substantive topics of Social Services and Community Development; rather, it dealt with Hispanic-emphasis research and policy analysis overall.

B. Importance of Networks Involving Community Groups

One of the principal problems in Hispanic research, identified by Secretariat members and participants in the field meetings, is that much of the research which is carried out has no direct field applications or utility. While such research may contribute significantly to the body of knowledge about a topic, it often does not have immediate practical benefits. It neither influences policy decisions nor contributes to improved practitioner behavior.

A variety of factors help explain this limitation. First, most research is carried out by researchers within academic institutions, primarily by Hispanic researchers and by Hispanic-oriented research units within universities. A considerable amount of the research is carried out by graduate students, many of whom have limited practical experience or field research experience. Supervision and direction are typically provided by Hispanic researchers within an academic structure. There remains within such entities

considerable pressure to publish within academic journals; field-based research may be considered less methodologically sound than more controlled studies. There is often a tendency among researchers in such institutions to focus on quantitative rather than qualitative research, to prefer experimental to field studies, to use closed-ended questions and highly structured data collection techniques rather than case-study and observational approaches. Sometimes, existing data bases may be used in place of primary data collection, particularly in an institution which is involved in major surveys for the federal government. Typically, research questions for studies within such institutions are stated in terms of formal hypotheses which relate to relationships among variables, not to actual behaviors or service outcomes.

Such research is often extremely informative and of great potential significance to practitioners. But reports on such research typically provide better technical analysis than policy analysis; the researcher may have limited understanding of public policies or programs in the topic area. Moreover, such reports tend to be written for academic purposes (such as to fulfill a dissertation requirement) or for academic journals, and therefore are usually written in formal and technical language. Dissemination is often limited to other researchers. As a result, such research is seldom used by policy makers or practitioners. Service providers who could learn from studies of Hispanic participation rates and program outcomes may find the reports almost incomprehensible, if they become aware of their existence.

Sometimes, researchers work with staff of service agencies, primarily to obtain data from an operating service program. However, past experience of many Hispanic community-based organization staff suggests some severe limitations on the value of such studies. Agency staff feel that they usually have minimal involvement in study design. They may help collect the data

needed, but sometimes never receive a report resulting from the research. When a report is provided, it is often in such technical language that they find it hard to understand. Even more important, they complain that they are almost never involved in data analysis, and that the research reports rarely deal with policy and program issues, and thus do not suggest how programs might be improved or effective service models developed. After several such experiences, community agency staff become hesitant to participate in further studies.

Yet, as described earlier in this report, Hispanic community-based organizations have a continuing need for research to help them in planning, operating, and evaluating the programs they operate. Few community groups at present can afford research staff. Thus they are unable to design sound research and intimidated by the assumed complexity of even the most rudimentary needs assessment or evaluation task. When they do carry out research, too often it has serious design flaws. Thus community groups become discouraged from carrying out their own research. They wish to obtain assistance from experts, but do not know how to identify researchers who will provide sound methodological consultation and at the same time understand their practical needs.

Some community-based groups have developed effective working relationships with area universities, or with individual researchers within universities. For example, the National Council of La Raza helped one of its affiliates, Fuerza de Los Barrios Chicanos in Fort Worth, to develop a cooperative relationship with the University of Texas at Arlington. NCLR provided the university with copies of data tapes from several national data bases, and instructions on their use, so graduate students could do dissertations using these data bases. In return, researchers at the university agreed to assist Fuerza with an educational study. A number of community-

based groups have reported that they have ongoing relationships with individual researchers or with a specific university department, and as a result receive technical consultation from a professor or from graduate students. Sometimes, the community groups serve as field placements for graduate students who serve as research interns; Valle del Sol in Phoenix has found such a relationship beneficial. But overall, officials of Hispanic community-based organizations contacted as part of the Secretariat's efforts reported that they found it difficult to obtain assistance from university researchers. More often, they have received research assistance not from local universities, but from regional or national Hispanic organizations. However, these groups themselves have limited resources and often must assist by long distance or through a few site visits. Although valuable, such relationships are not a substitute for networks involving local research institutions.

The Secretariat concluded that a mutually beneficial response to the current situation would be a concerted effort -- by funding sources such as the Ford Foundation, national Hispanic organizations, Hispanic research units, Hispanic researchers within universities, and Hispanic community-based organizations -- to encourage and nurture the development of research networks. Cooperative research carried out jointly by Hispanic national and local organizations and research institutions offers promise for both increasing the amount of Hispanic-emphasis research, and making the research more useful to the Hispanic community in terms of program and policy relevance.

C. Recommended Models

The Secretariat discussed and agreed upon the value of several type: of research networks. These models can be differentiated based on (1) what types of groups are involved, and (2) who initiates and coordinates the research activities. The models recommended by the Secretariat can be categorized as follows:

1. National/Regional/Local Networks - Networks involving national or regional Hispanic organizations, sometimes in cooperation with a research institution, as the initiators or coordinators of research. Such networks are particularly appropriate for national research and for "area studies," in which national data are compared with case study data from selected sites. The national or regional organization serves as the research coordinator and plays a major role in study design; local groups participate in study design and carry out data collection and initial analysis of data from their site; cross-site comparisons and national data analysis are done primarily by the national group. Technical consultation is provided by researchers or a research institution. All partners in the network are involved in policy analysis and development of recommendations resulting from the study. Various partners may help in preparing reports for different audiences, to facilitate wide dissemination and use of the report.

2. Local Networks - Networks involving community-based organizations and research entities, with either group serving as initiator. The Secretariat favors models in which the community group is a full partner in the research effort, and models in which long-term relationships are established, not simply collaboration on a single study. Almost any kind of local study can be carried out using such a model; research should be beneficial to the community-based group and to the research entity.

Figure 4, attached, provides more detailed descriptions of the various models recommended by the Secretariat, and the types of research for which they are considered especially appropriate.

D. Need for Technical Assistance for Community-Based Organizations

One factor limiting the potential of community-based organizations to work effectively as full partners in research networks is their lack of research capability and experience. Most community groups have no trained researchers on their staffs, and may lack a basic understanding of the requirements for sound research. For example, they may not understand the reasons for random sampling, the importance of systematic information

FIGURE 4: NETWORKING MODELS

Model 1. National/Regional/Local Networks

Version A

National Hispanic Organization as Initiator - In this model, a national Hispanic organization serves as the national coordinator for the network, and local Hispanic community-based organizations, working with researchers in local universities, serve as the local members. The national organization plays a major role in study design, analyzes national-level data (often using national data bases like Census), compares and contrasts findings from area studies, assists local members in analysis of data from area studies, and plays a major role in resource development and financial management. Local members of the network carry out area studies, and participate in national study design and in qualitative analysis. Depending upon the capabilities and resources of the local groups, they may be responsible primarily for collecting primary or secondary data, or they may carry out a full area study including quantitative and qualitative analysis and preparation of the area study report. At the local level, all community groups will typically be encouraged or required to work in cooperation with someone from a local university; thus university-based researchers are the third partner in the network. In addition, the national organization may work in cooperation with university-based researchers or research group, typically with such researchers serving as technical consultants or as members of a technical advisory panel. Thus university researchers may also be partners at the national level. In this model, control of the resources rests with the national Hispanic organization, and with community-based groups who are local subcontractors. Private sector entities may be brought into the network at the national level or the local level as funding and information sources, particularly for community development studies. Public sector entities (federal, state, or local agencies and departments) may play similar roles.

(The area studies recommended by the Secretariat could readily be carried out through use of this model. It should also be particularly effective for studies involving needs assessments, development or assessment of program models, and other applied research. It is also useful for ongoing information-sharing and policy analysis efforts.)

FIGURE 4: NETWORKS, CONT.

Version B

Hispanic Organization and Research Institution as Joint Initiators - This variation on the above model involves collaboration between a national or regional Hispanic organization and an Hispanic research unit within a university, with the two groups jointly carrying out a national or regional study. To provide strong local participation, community-based groups and local Hispanic researchers within universities are used to carry out local data collection or area studies. Usually, this model involves less local involvement in research design and analysis than the first model, with the primary local role being data collection, but stronger local participation can be developed. Either of the national/regional entities -- university group or Hispanic organization -- may be the prime grantee and research coordinator. Generally, resource development is a joint effort of the two national/regional groups.

(Regional studies -- such as Sun Belt studies or studies or particular Hispanic subgroups -- could be carried out using this model. It is probably most effective for the more quantitative and technical types of studies rather than for applied, programmatic studies requiring extensive community group involvement.)

Model 2. Local Networks

Several types of models exist for local research and policy analysis. The major alternatives are as follows:

Version A

Community-based Organization as Initiator - In this model, one or more community-based groups identify a research need and seek collaboration from a researcher or research group within a local university. The community group has primary control over the project, with the research group serving as technical consultant and advisor. University personnel will typically play a major role in sampling and technical design of the study, based on the community group's description of study purposes and desired outputs. Students at the university may assist with data collection. University personnel will usually help with quantitative analysis, and may also be deeply involved with qualitative analysis. The key to the success of such a network is that the community-based organization has the ability to define the purposes, scope, and desired

products of the study, and to assure that it meets community information and program needs. The university benefits through practical experience for students, and in most cases receives some financial reimbursement. Resource development is typically primarily the responsibility of the community-based organization; public or private sector entities may provide funding and cooperate in the research.

(Such a model might be used by a community development group which wishes to carry out feasibility studies, or by a service agency wanting a community needs assessment or program evaluation.)

Version B

Research Entity as Initiator - In this model, the university researcher or research group obtains funding or other resources for a study, and contacts one or more community agencies to provide research sites and participation. To make the research maximally useful to the community group, it should be involved in design of the study, community representatives should receive training to participate in the research effort, and findings should be fully shared with agency staff. The research entity, however, will typically coordinate and control the research, and will be responsible for its implementation. The success of this model depends upon the extent to which true collaboration exists, rather than simply use of the community agency as a site for data collection. The research entity typically has full responsibility for resource development in this model.

(This is a frequently-used research model for program-related research such as research on clients of particular types of service projects.)

Version C

Community Group/Research Entity Collaboration - In this model, a community-based organization and a research entity work in collaboration, to obtain funding and carry out research which is beneficial to both. The community group provides the research site and is a full partner in study design and in analysis of findings; the research entity provides

FIGURE 4: NETWORKS, CONT.

technical capability. This is a local equivalent of Version B of the national/regional/local model, and usually requires an ongoing relationship which periodically leads to collaborative, funded research. In addition, the research entity will use the community group as a field site for graduate students, and the community group will be able to call upon the research entity for short-term research assistance, with or without specific funding, for needs assessments, short-term evaluations, and other research efforts. One desirable component which is not always a part of this model is training for community group personnel by the research entity, to enable them to design and implement research efforts themselves.

(This model is an extremely useful long-term networking approach, which can meet ongoing research needs of a community-based group and at the same time provide a continuing field site for a research entity committed to providing field experience to its students and research faculty and staff. It is also a practical model for individual research projects such as demonstration service projects and other minority-focused research of the type funded by public agencies such as the National Institute for Mental Health, National Institute on Drug Abuse, and National Institute on Alcohol Abuse and Alcoholism.)

collection, and the need for systematic analysis of the information collected. Where they understand such basic research requirements, they may still be hesitant to undertake research because of a lack of step-by-step experience in research design and implementation. Finally, they are likely to be unaware of potential funding sources for research, and to lack skills in writing research proposals.

The Secretariat discussed these issues, and concluded that it is most important that Hispanic community-based groups be provided with the training and technical assistance needed to participate as active partners in research related to their communities and their missions. Specifically, community-based groups require training and technical assistance in topics such as the following:

- Introduction to research -- its practical value, specific forms, and basic components; importance of sound research methodologies; sources of written material on field-based research;

- Program documentation and evaluation -- how to carry out ongoing documentation, perodic monitoring, and annual evaluation not only to determine program strengths and weaknesses, but also to document promising programs for replication;

- Introduction to policy analysis -- demand for Hispanic-focused policy analysis; identifying timely issues; working with decision-makers; steps in policy analysis; effective presentations of policy analysis findings;

- Building research networks -- how a community group can develop an ongoing research network with university researchers and national or regional Hispanic organizations; how to assure equal partnerships; appropriate roles and relationships; how to assure mutual benefits;

- Research dissemination -- how to see that research results are reported and disseminated powerfully, to all appropriate audiences, including other practitioners, policy makers, the community, and researchers; and

- Research proposal writing -- contents and format for research proposals; steps in writing effective proposals; how to identify potential funding sources; using networks to improve funding opportunities.

The Secretariat believes that providing for such training should be a high priority for the Ford Foundation. It was recommended that the National Council of La Raza (NCLR), as a national Hispanic organization, take responsibility for developing a plan for providing training and technical assistance to local Hispanic groups and for encouraging the development of research networks. Secretariat members should be called upon to assist in this process, and expressed their willingness to assist in training and technical assistance efforts.

E. Implications for Funding

Traditionally, most funding for Hispanic-oriented research -- when it has been controlled or carried out by Hispanics -- has gone to research entities or individual researchers associated with universities, or to a small number of Hispanic organizations with a research focus. Very little funding for research has gone to national Hispanic organizations, and even less to community-based Hispanic groups, which have generally been presumed to lack research capability. However, a considerable amount of funded research has used the service facilities of community-based organizations as the sites for data collection.

If community-based groups are to be able to obtain the kinds of research they need for community needs assessment, program development, and program implementation, they must be more involved in the design and conduct of Hispanic-oriented research. This can be accomplished by the encouragement of networks such as those described above. However, incentives are needed to encourage research entities, especially those within universities, to work in collaboration with community-based groups and to involve them as

partners in research efforts. Moreover, if national organizations which are committed to working with community-based groups are to assist and involve them -- through technical assistance as well as through research including area studies -- then resources must be available.

To address this problem, the Secretariat recommends that the Ford Foundation specifically sanction and encourage the involvement of Hispanic community-based organizations and non-university-associated national and regional Hispanic organizations in Hispanic-focused research. The Secretariat recommends that the Ford Foundation facilitate the establishment, funding, and maintenance of research networks including national Hispanic organizations and community-based groups as full partners with research institutions in Hispanic-focused research efforts.

Funding for Hispanic research -- including funding in all subject areas, not just the topics covered by this Secretariat -- should be allocated so that: (1) a portion of available funds is set aside for research by national/local networks, with national or community groups having control of the funds; and (2) resources are made available to national groups including the National Council of La Raza to provide subgrants to community-based groups, to serve as research coordinators, to provide technical assistance and training to increase the capacity of such groups to carry out methodologically sound research, and to facilitate local network development. Researchers in educational institutions should be involved as technical consultants to both national and local groups.

Through such funding decisions, the Ford Foundation can contribute significantly to the establishment and growth of cooperative research networks for Hispanic research.

IV. RECOMMENDATIONS

A. Summary

The Secretariat recommends that the Ford Foundation earmark funds to support high priority research activity in the Social Services and Community Development, and make special efforts to finance and otherwise sanction Hispanic research networks involving national Hispanic organizations, Hispanic community-based organizations, and research units with educational institutions as full partners in the research and policy analysis process.

1. Importance of Research in Social Services and Community Development

The Secretariat believes that when the Ford Foundation allocates resources for Hispanic-emphasis research, special priority should be given to research in Community Development and Social Services, because:

- Research in such topics is especially policy-relevant and is immediately usable, by practitioners and policy makers;
- Community Development and Social Services relate to the basic needs of Hispanics, for housing, health services, access to jobs, and income assistance;
- Community-based organizations have a particularly strong role to play in research in these fields, which will contribute to critically important local institutional development and leadership development; and
- Especially in the Community Development field, there has been minimal Hispanic-emphasis research, while community development within Hispanic communities is a top priority in Hispanic neighborhoods and rural areas across the nation.

2. Importance of "Area Studies"

Special priority should be placed on the funding of "area studies" which use consistent methodologies, provide in-depth information about particular sites, and permit cross-site comparisons and comparison of national

and local data. "Area studies" in Community Development are especially critical, since they can reveal how and where Hispanic community development efforts might be most effective. Because of the relationship of community development to increasing Hispanic access to the economic mainstream, the Secretariat strongly recommends that top priority be given to such research.

3. Importance of Research Networks involving Hispanic-Controlled Institutions

The Secretariat considers the research involvement of national Hispanic organizations and Hispanic community-based groups to be of primary importance for two reasons. The first is that such organizations play a primary role in efforts to improve life opportunities for Hispanics, through community development, service delivery, and advocacy. As potential primary users of research, they should also be involved in its design and conduct, to assure its practical utility. The second reason is that the progress of the Hispanic community depends to a considerable extent upon the survival and growth of Hispanic-controlled institutions. Unlike the Black communities, Hispanics control almost no established institutions of higher education. Most national Hispanic organizations are relatively young and enjoy little financial stability. Local Hispanic institutions are even more fragile. Increasing the capacity and resources of such institutions will contribute significantly to the strength and growth potential of Hispanic communities.

The Secretariat also recommends that Ford Foundation funding take into account the importance of support to Hispanic research centers within universities. While an increasing number of such entities now exist, few have "hard money" from their universities. Their survival depends upon their establishing their credibility and obtaining outside resources. If such entities can be encouraged to work cooperatively with other Hispanic groups, national and community-based, then they will become an even more important resource to Hispanic communities.

B. Recommendations

In order to make best use of available resources, the Secretariat urges the Ford Foundation to establish procedures for priority-setting and funding of Hispanic research which go beyond individual funding decisions for particular topic areas. Following are specific Secretariat recommendations.

1. Research Priorities

While current research priorities as recommended by the five task forces now in process will meet the Foundation's immediate needs, many factors lead to frequent changes in research priorities. The Secretariat therefore recommends that the Foundation use two methods to assure periodic updating of research priorities:

- Ask the current task forces to re-examine research priorities in their subject areas every few years; and
- Support seminars and other activities by Hispanic organizations which will generate research priorities in various substantive areas.

2. Funding Procedures

The Ford Foundation faces the difficult task of establishing and implementing funding procedures which will make the best use of limited resources available to support Hispanic-focused research. The Secretariat recommends the following procedures as a means of optimizing the benefits to the Hispanic community of available research funds. These recommendations focus on Social Services and Community Development, but also apply to other topic areas. The Secretariat recommends the following:

- The Foundation should allocate research funds in a way which assures access to funding for Hispanic community-based organizations as well as national Hispanic organizations and research entities. Separate funding allocations would minimize competition for funds between national and local groups. Within the Social Services and Community Development area, separate competitions

might be held for research on high-priority topics, and a portion of funds should be set aside for research efforts involving community groups.

- The Foundation should provide direct research grants to national and regional Hispanic organizations and research institutions, based on proposals from such entities to address general topic areas or specific research questions. Funding should be provided to research high-priority topics, but the Foundation should allow grantees discretion in specific study design and focus. Local Hispanic groups which have an established research capacity should apply for funds through this same process.

- The Foundation should make provision for indirect funding of Hispanic community-based organizations to carry out "area studies." Because grants to community-based groups are likely to be relatively small, the time and effort required to make a single grant could prove burdensome to the Foundation. In addition, such grants should probably be given with some provision for quality control and technical assistance. Thus the Secretariat recommends that the Foundation fund national or regional Hispanic organizations as research coordinators for "area studies" and local research in a particular subject area. These entities can serve a coordinative and quality control function, awarding subgrants to community-based groups, and assisting them to carry out sound research. The Secretariat recommends that the National Council of La Raza be one such entity, with Secretariat members serving as a review panel for subgrants.

- In all funding decisions for Hispanic-focused research, the Foundation should apply clear and consistent assessment criteria. These criteria should include: degree of need for the study, practical benefit to the Hispanic community, policy relevance, timeliness, feasibility, affordability, and -- in considering a group of grants -- subgroup and regional balance. The Secretariat further recommends that, given limited resources, Foundation funds be used primarily to support "area studies," local and limited-scope primary research, and secondary analyses of major national data bases, rather than large-scale primary research on a national level. This recommendation is made not because large-scale research is not needed, but because it tends to be extremely expensive. The Secretariat believes that a larger number of smaller-scale projects of immediate practical benefit would be more cost-effective than support of a single multi-million dollar survey.

- The Foundation should consciously and deliberately assure that support is provided for varied types of research, including ethnographic and case study research as well as more traditional quantitative studies, and local research and "area studies" as well as national-scope research. Field studies, such as program evaluations and model development and community needs assessments, can be of great value to practitioners at the community level, and thus such research should be encouraged, and its quality strengthened through adequate financial resources.

3. Research Networks

The Ford Foundation can play an initiator's role in encouraging and assisting in the establishment of research networks consisting of national Hispanic organizations, Hispanic community-based organizations, and research units within educational institutions. This can be done in several ways:

- By having funds set aside for research grants to entities representing such networks;

- By strongly encouraging all recipients of funds for Hispanic-focused research to use such networks. This means requiring research entities and national organizations to work with local Hispanic organizations in carrying out Ford Foundation-funded research; and

- By funding training and technical assistance to Hispanic community-based organization personnel, to increase their capacity to develop such networks and carry out research. The Secretariat strongly recommends that the Foundation grant funds to the National Council of La Raza specifically to carry out "area studies" involving research networks, and to provide training and technical assistance to Hispanic community-based organizations to help them develop research and policy analysis capacity and establish local research networks with educational institutions. The provision of such assistance is essential if Hispanic community-based groups are to develop the skills and knowledge to become active participants in badly needed local research and policy analysis efforts. Moreover, in some communities with significant Hispanic populations, there are no accessible university researchers to provide research consultation. National Hispanic organizations are needed to assist community groups in such locations.

4. Reporting, Dissemination and Utilization of Research Results

One of the major obstacles to the development of policies and programs responsive to Hispanic needs is the lack of access to Hispanic-oriented research. Part of the problem is that many research gaps exist, particularly in fields such as Community Development. Another aspect of the problem, however, is that research which is carried out often does not become known to other researchers or to practitioners who could use the results. Several factors contribute to this problem, and thus must be addressed in its solution. They include: the tendency of service agencies not to adequately assess, document, or publicize model programs which effectively serve Hispanics; the tendency of researchers to report their results primarily in academic and technical publications, which are not read by or readily comprehensible to practitioners; the lack of media coverage of the results of Hispanic research results; and the frequent failure of researchers to examine the policy implications of research results, and to present such policy analyses in formats which contribute to their consideration by policy makers.

The Ford Foundation can contribute to improved reporting, dissemination, and utilization of research results in several ways:

- By supporting specific efforts to improve reporting and dissemination of findings of Hispanic-oriented research, so that they reach practitioners, policy-makers, Hispanic communities, and the broader American public, as well as the research and academic community. This could be done by encouraging grantees to prepare several types of reports of findings, and providing resources for reporting and dissemination efforts such as news releases and feature stories for the popular media, policy analyses, books, docudramas, television and film presentations, and other means of reaching wide audiences. Resources could also be provided, in the form of a national project providing mini-grants and technical assistance to permit community-based groups to document and evaluate demonstration projects with replication potential. A working conference to discuss innovative means of reporting and disseminate Hispanic research results would be helpful.

- By supporting specific systems to disseminate research results to practitioners and policy makers, such as newsletters and conferences.

- By increasing practitioner access to available research, through establishment of one or more Hispanic research clearinghouses which emphasize providing information to practitioners. A recurrent theme of the Secretariat's field meetings was the need for a central source of Hispanic data and research findings. The source should be able to provide data from major national data bases. It should also collect and categorize research reports, with emphasis on obtaining studies which tend not to be included in traditional data bases, such as case studies, documentations of replicable program models, and local studies with utility beyond the local level. The focus of the clearinghouse should be on identifying and providing information useful to community-based organizations and other practitioners, who may have limited resources and skills in carrying out computer searches and using traditional bibliographic sources. Development of such a clearinghouse -- or perhaps several clearinghouses covering different subject areas, joined through computers -- should be supported by the Ford Foundation. Development will require cooperative effort by national Hispanic organizations and research institutions.

VI. CONCLUSIONS

The Secretariat on Social Services and Community Development has fulfilled its three purposes. There is great enthusiasm, among Secretariat members and within the communities visited for the field meetings, for the kinds of initiatives recommended here. Such efforts will not only increase the amount and quality of Hispanic-emphasis research, but also increase the research capacity and involvement of Hispanic community-based organizations, and help them to work in partnership with national organizations and more traditional research institutions to carry out applied, Hispanic-oriented research. The Secretariat believes that the Ford Foundation can contribute significantly to the quality and success of Community Development and Social Services efforts within Hispanic communities -- as well as education, employment and training, and civic participation efforts -- by taking a lead role in advocating and supporting applied research involving such partnerships.

The Secretariat members are prepared to provide ongoing consultation and assistance to NCLR and the Ford Foundation in implementing these recommendations.

APPENDIX A:
BIBLIOGRAPHY ON SOCIAL SERVICES AND COMMUNITY DEVELOPMENT

This preliminary bibliography was compiled by Mr. Roger Rivera and Ms. Helen Lichtenstein, with assistance from the members of the Secretariat.

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APPENDIX B
MEMBERS OF FORD RESEARCH SECRETARIAT
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APPENDIX C:
MAJOR THEMES - SECRETARIAT FIELD MEETINGS

BACKGROUND

The National Council of La Raza conducted six informal field meetings with representatives of Hispanic community-based organizations and Hispanic researchers from local educational institutions, in order to obtain their perspectives on research needs and networking models for research and policy analysis in the fields of Social Services and Community Development. Meetings were held in Chicago, Detroit, Houston, Los Angeles, Miami, and San Francisco. Field meetings were planned to include all the major Hispanic subgroups and various geographic regions. The informal meetings were held between December 1982 and February 1983, and generally included eight to ten participants each. Except in California, a Secretariat member as well as an NCLR staff member participated in each field meeting.

SPECIAL RESEARCH INTERESTS

A number of themes emerged from the field meetings that have implications both for the Secretariat's work and for the broader question of Hispanic research and policy analysis issues and priorities. Some of these themes were particular to an individual city, some were regional, and others were common to all cities in which the meetings were held.

Many of the themes unique to one city relate to subgroup and geographic issues. For example, in Miami, a major concern is the need for research which wil help the community meet the challenges of the 1980 Cuban refugee influx, exacerbated by ongoing Cuban and Haitian immigration. This influx is seen as having broad implications for all aspects of city life, including municipal social service delivery, housing, and public infrastructure. In Detroit, a continuing concern is Hispanic unemployment as a result of the current severe economic recession; this situation has broad impact on all aspects of life in Detroit, yet has been little studied from an Hispanic perspective. In contrast, Houston, a Sun Belt city, has experienced rapid economic growth -- but Hispanics have not enjoyed equal access to the benefits of this rapid development. In Chicago, research interests focused on problems related to the fact that -- like many U.S. - Mexico border cities -- Chicago is a major point of entry, by rail and air, for Mexican immigrants, documented and undocumented. Field meeting participants described the paradox of rural-based problems surfacing in a highly urbanized environment; little research has been done on this issue. In the California cities, there was considerable interest in research on community development issues such as neighborhood transition and gentrification, and on equity participation by the community in development efforts ranging from savings and loan companies to commercial cooperatives. Concern was also expressed about the impact of deregulation on radio stations serving Hispanics, such as Spanish language and public radio.

Regional issues included a variety of Sun Belt versus Frost Belt concerns. Chicago and Detroit face problems related to economic decline, while Miami, Houston, and Los Angeles are part of the rapidly growing Sun Belt. Thus while field meeting participants in the Midwestern cities expressed

concern over the lack of research which would help them cope with recession and long-term unemployment and a shrinking tax base, Southwestern city representatives worried about problems of unrestricted or ill-planned private growth and a lack of concomitant growth in public infrastructure. Little study has been done from an Hispanic perspective on either situation.

RECURRENT THEMES

While each city visited had special concerns and priorities, there were a number of recurrent themes, which are summarized below.

1. Lack of Useful Research Information

Hispanic-focused information is difficult to locate, and the information which does exist at the local level is often not particularly useful to community-based groups for needs assessment, program development, or program implementation. Often, information available about one city is not known to groups elsewhere. Moreover, much of the available information cannot be "generalized" beyond its own sample or city.

2. Need for an Information Clearinghouse

Both community groups and researchers identify a need for one or more centralized (or centrally accessible) Hispanic research clearinghouses, which can be accessed by community-based organizations as well as institutions with computers. Also, community-based groups believe that such a clearinghouse, unlike many research-oriented clearinghouses, should compile, annotate, and categorize information specifically with regard to relevance for Hispanic community-based organizations. Of special interest are materials providing program descriptions and success rates, service models for replication, and evaluations. A joint effort by national Hispanic organizations and research facilities might be undertaken to develop such a clearinghouse.

3. Need for Area Studies

Community groups and researchers agree on the need for area studies which include national-level analyses as well as studies of particular geographic areas, in order to determine significant commonalities and differences among the Hispanic subgroups and across cities and regions.

4. Desire of Community Groups to Carry Out Research

Hispanic community-based groups want to do research relevant to their communities and their missions. If given training and resources, they believe that they can carry out valuable and useful research. Moreover, they believe their involvement is necessary, since much current research does not provide them the practical, program-related information they need to plan and implement effective community development and social service programs.

5. Need for Networks

Community groups and researchers with an interest in field research agree on the need for networks involving national and regional Hispanic organizations, Hispanic community-based organizations, and researchers within educational institutions. They also agree that incentives are needed to obtain institutional researcher support for collaborative research. It is suggested that private sector entities and public agencies may also have a place in the networks, not only as funding sources but also as sources of data and technical consultation.

6. Need for a Catalytic Agent

Community-based organizations and community-oriented researchers agree that a catalytic agent is needed to encourage the establishment of research networks. They recommend that some organization should take on the responsibility of forging research networks, typically suggesting a national Hispanic organization like the National Council of La Raza assume that role.

7. Need for Technical Assistance

Community groups and community-oriented researchers feel that technical assistance will be required to overcome biases and conflicting interests of the prospective research network partners. They admit that differences in priorities exist, but feel that cooperation is possible and mutually beneficial. Technical assistance is needed to encourage the development of model networks which fit local needs. Training and technical assistance are also needed by community-based organizations, to help them overcome ignorance of, and sometimes staff antipathy to, research.

8. Need to Set Research Priorities

Nearly every Hispanic issue is considered worthy of further research, given that so little Hispanic-focused research and analysis have been done. Yet, without some prioritization, networking efforts may flounder, and limited resources cannot be used most effectively. Thus priorities must be set at the local as well as the national level.

9. Need for Culturally Focused Research

Both staff of community-based groups and Hispanic-oriented researchers agree that more knowledge is needed concerning how particular Hispanic cultural factors, such as the extended family tradition, can be used positively in developing and implementing program models. Too often such factors are either ignored or viewed negatively by researchers ignorant of or insensitive to the Hispanic culture.

10. Need for Replicable Program Models

Hispanic groups express a continuing need for information on replicable program models which have been tested with Hispanics. Without such models, too often a community group must develop a program largely alone, unaware of similar programs that have been tried elsewhere for similar populations. Often, a successful program is not documented, and thus no replicable model is developed. Where a model has been documented and evaluated, too often it is not widely disseminated. Thus efforts are needed to encourage both documentation and dissemination of promising program models.